

UNITED STATES DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT  
WASHINGTON, D.C. 20240

April 14, 2004

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EMS TRANSMISSION 04/15/2004  
Instruction Memorandum No. 2004-159  
Expires: 09/30/2005

To: WO Officials, Field Officials, and Center Directors

From: Director

Subject: Requirements for Departmental and Bureau of Land Management (BLM)  
Training; BLM's Policy on the Alternative Dispute Resolution (ADR)/  
Collaborative Action Program DD: 09/30/2005

**Program Area:** ADR/Collaborative Action (for all resources and planning programs; communication/external affairs; workplace (CORE and EEO Plus); contracting/ acquisition; and other support programs)

**Purpose:** To establish -

- Requirements for completion of Departmental and BLM ADR/ADR-based collaborative action training for managers and supervisors below the Senior Executive Service (executive) level and for other staff; and
- The BLM's policy on the ADR/Collaborative Action Program and the ADR Advisory Council, and on the roles of the State ADR Advisors and the Washington Office Bureau Dispute Resolution Manager (BDRM)

The **Policy/Action** section below is divided into two parts. The first identifies the BLM's training requirements; the second sets out the BLM's policy on the ADR/Collaborative Action Program.

**Policy/Action:**Departmental and BLM Training Requirements

- All managers and supervisors below the executive level in the States, Centers, and directorates must complete the Department's ADR awareness training and at least one BLM ADR/ADR-based collaborative action training course.
  - Managers shall complete a BLM course specifically developed for BLM managers in addition to the Departmental training. The BLM managers' training, which is being designed in this fiscal year, will be offered as a one-day, intensive course. Every effort will be made to schedule this training in conjunction with planned State leadership team and/or other already scheduled meetings.
  - Supervisors shall complete the BLM training course applicable to their responsibilities (natural resources, workplace, contracting/acquisition) and may take the managers' training in addition to the Departmental training.
- All appropriate staff shall complete at least one BLM ADR/ADR-based collaborative action training course applicable to their responsibilities. Much of this training will be developed in a web- or satellite-based format. Design will begin in FY 2004, and the training will be offered in FY 2005.
 

(Appropriate staff includes BLM personnel whose work involves contact with communities and other stakeholders and/or official counseling or conducting workplace ADR-based meetings with other employees. The term "communities and other stakeholders" includes, but is not limited to, Tribal, State, and local governments, and other Federal agencies; interest groups and other members of the public; and contractors. The term "counseling or conducting workplace ADR-based meetings" refers to activities currently under the CORE and EEO Plus programs).
- All natural resources ADR Advisors shall complete: the Department's ADR awareness training; onsite field pilot project training in their respective State(s); an advanced BLM ADR/Collaborative Action training course; and future web-based BLM courses when that format for training is developed. The pilot project training will be developed and offered in FY 2004, and design of the advanced training will begin in this fiscal year as well.

Further requirements for periodic follow-up ADR/ADR-based collaborative action training for each of the above employee categories will be based on development of future course development objectives and training criteria. The website for the Department's one-hour training, as well as a description of the course, may be found in the **Background** section below. The existing and planned BLM ADR/ADR-based collaborative action courses are described in the **Background** section as well.

In all areas of the BLM's decision-making, the use of ADR/ADR-based collaborative skills is vital to success in working with communities and other stakeholders, as well as with other Bureau employees. Thus, the BLM seeks to ensure that managers, supervisors, and staff strive to enhance existing skills or acquire new skills in ADR/ADR-based collaborative strategies.

The BLM's Policy on the ADR/Collaborative Action Program and  
the ADR Advisory Council, and the Roles of the State ADR Advisors and Bureau Dispute  
Resolution Manager

The BLM's national ADR/Collaborative Action Program serves as the cornerstone of all policies that support enhanced public involvement at local, regional, and national levels. The primary objective of the Program is to foster or strengthen ADR/ADR-based collaborative engagement with: communities and other stakeholders and other Bureau employees.

The Program's objectives are focused primarily on assisting the BLM's Field Offices, as well as the State Offices and the Directorate, by helping to ensure successful outcomes on-the-ground and within the Bureau through ADR/ADR-based collaborative action training. Although the ADR/Collaborative Action Program's primary emphasis is on prevention of conflicts or disputes through early engagement and convening to ensure up-front communication and consultation, the Program strategies include management, mitigation, and resolution of existing disputes as well.

In order to implement the Administrative Dispute Resolution Act of 1996, Executive Orders, and Departmental policy, an internal ADR Advisory Council has been created to develop the BLM's ADR/Collaborative Action policy, prepare a BLM ADR Plan, design and deploy BLM training, and oversee policy and program implementation.

The ADR Advisory Council directly supports the BLM's core statutory missions and associated resource and support programs. The management teams of all the States and appropriate Centers and directorates are represented on the ADR Advisory Council by their respective ADR Advisors and certain specialists in workplace ADR and contracting/acquisition ADR. Field Manager Advisors also serve on the Council to provide needed management input and counsel. The chief roles of the State ADR Advisors, as members of the ADR Advisory Council, are to pro-actively support and represent national policy within the State Office and with the State's Field Offices and to assist the State in its conformance with Annual Work Plan and other national Bureau ADR policy directives. (Attachment 1 provides a list of current BLM ADR Advisory Council members designated by the State Offices/Centers/ Directorate.)

The Washington Office position of Bureau Dispute Resolution Manager represents the Directorate and provides leadership for the Council. Placed under the Assistant Director, Renewable Resources and Planning, the BDRM position was established in response to long-standing Departmental policy. The Department requested that each bureau establish a lead headquarters ADR position with appropriate management support to emphasize and represent the bureau's core resource program missions. The request also included a need for the position to: represent the BLM's workplace and contracting/acquisition ADR programs with the Department, serve on the Interior Dispute Resolution Council, and serve as a primary contact in the BLM. Paul Politzer is the BLM's Dispute Resolution Manager. The Bureau Dispute Resolution Manager, with the support of the Council, also represents the BLM's ADR/ADR-based collaborative action policy and programs with representatives of communities and other stakeholders and with Bureau employees as appropriate.

**Background:** The Departmental ADR Awareness training course provides an overview of programmatic (natural resources), workplace, and contracting/acquisition ADR skills and may be accessed on the internet at [www.vodium.com/login/doi/cadr](http://www.vodium.com/login/doi/cadr) or on a CD-ROM entitled “Conflict Management Awareness Training.” In a memorandum to Bureau Heads, the Assistant Secretary, Policy, Management, and Budget states that this Departmental training session has been developed for the benefit of DOI supervisors (Attachment 2). Tracking of those taking the Departmental ADR course is being conducted in one of two ways. As one method of tracking, the web site contains a registration process for the training, and the Department automatically will receive notification. As an alternative method, in cases where the CD-ROM is used, Paul Politzer should be notified by e-mail upon completion of the training. Please contact Paul if you need to obtain a copy of the CD-ROM.

Existing and planned BLM courses include: a one-day intensive managers’ training program; a 3-day advanced natural resources ADR/ADR-based collaborative training course; field onsite training in conjunction with ADR/ADR-based collaborative action pilot projects; workplace ADR training; and a contracting/acquisition ADR training module. As much of the training as possible will be web- or satellite-based.

The management training will ensure additional management familiarity with advanced strategies for interacting with communities and other stakeholders, as well as other Bureau employees. The supervisory/staff training will ensure expertise in the use of ADR and ADR-based collaborative strategies and principles, thus resulting in cost-savings to the Bureau. A larger BLM workforce will possess skills in convening and conducting stakeholder collaborative forums and employee workplace ADR meetings, as well as skills in developing appropriately high expectations necessary for working with a community on selection of third-party-neutral assistance.

Bureau ADR training - The managers’ and natural resources training courses will include, as appropriate, components on: interest-based negotiation; conflict prevention, management, and resolution; FACA; Interior Board of Land Appeals ADR procedures; management of early collaborative initiatives and later-stage disputes including those associated with litigation, protests, appeals, and contests; joint fact-finding and strategic collaborative problem solving; confidentiality; managing complex high level and/or citizen-based multi-party collaborative forums; mutual gains strategies; advanced mediation and facilitation strategies; working with the media; and innovative approaches and strategies to supplement traditional procedures for public involvement in Bureau decision-making. The BLM courses are being designed by the Bureau’s ADR/Collaborative Action Council in consultation with the States and with the support of the National Training Center (NTC).

During FY 2003 and FY 2004, the Bureau developed a pilot training program for natural resources ADR/ADR-based collaborative action, and it was offered at strategic regional locations. Final selection of an appropriate vendor for the BLM will occur shortly. Workplace ADR training also will be developed through the NTC in cooperation with the Department. The format for the workplace ADR training will be determined based on needs of the States, Centers, and Directorate. Development of contracting/ acquisition ADR training is planned as a module to supplement existing courses.

**Time frames:** Supervisors and managers should complete the Departmental web- or CD ROM-based training during FY 2004 and the BLM ADR/ADR-based collaborative action training as soon as practical following development and scheduling of the appropriate training. Appropriate staff and ADR Advisors should complete applicable ADR training as soon as practical once the needed training is offered in the Bureau.

**Budget Impact:** There is no budget impact for the Departmental training. Certain specialized training courses may involve limited travel; tuition will be covered through the NTC. Bureau field-site and web- or satellite-based training should have no budget impact in the Field.

**Manual/Handbook Sections Affected:** None

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2 Attachments

- 1 - ADR Advisory Council (State and appropriate Center and directorate representatives) (1 p)
- 2 - Memorandum from Lynn Scarlett, Assistant Secretary, Policy, Budget, and Management (1 p)